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Message Text

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ACTION EA-10

INFO OCT-01 AF-04 ISO-00 IO-10 CIAE-00 DODE-00 PM-03 H-01

INR-05 L-02 NSAE-00 NSC-05 PA-01 RSC-01 PRS-01 SP-02

SS-15 USIA-06 /067 W
---------- 073207
R 160715Z DEC 74
FM AMEMBASSY FREETOWN
TO SECSTATE WASHDC 531
INFO AMEMBASSY MONROVIA
AMEMBASSY PHNOM PENH
AMEMBASSY SAIGON
USUN NEW YORK 214

LIMITED OFFICIAL USE FREETOWN 2458

E.O. 11652: N/A
TAGS: PFOR, SL; VS, CB
SUBJECT: GOSL RELATIONS WITH VIETNAM AND CAMBODIA

REF: STATE 266161

1. DURING CALL ON PERMANENT SECRETARY MINISTRY EXTERNAL AFFAIRS LYNCH-SHYLLON DECEMBER 7, DURING WHICH I LEFT WITH HIM FOR HIS INFORMATION TEXT THIEU SPEECH CONTAINED STATE 258750, LYNCH-SHYLLON SAID THAT GOSL HAD BEEN EXPECTING VISIT FROM PRG'S MADAME BINH SOMETIME BEFORE END OF YEAR BUT THAT HER SCHEDULE, HE IMPLIED ELSEWHERE IN AFRICA, APPARENTLY WOULD NOT PERMIT IT. LYNCH-SHYLLON ALSO SAID THAT GVN AMBASSADOR IN MONROVIA HAS BEEN PRESSING HARD FOR PERMISSION BRING A "MISSION" TO FREETOWN BUT HAD BEEN ADVISED THAT THIS NOT POSSIBLE UNTIL AT LEAST JANUARY. HE CLEARLY IMPLIED THAT GOSL HAD HOPED MADAME BINH COULD VISIT FREETOWN BEFORE ANY GVN DELEGATION.

2. DURING SUBSEQUENT EXCHANGE, LYNCH-SHYLLON SPELLED OUT TO EMBASSY FOR FIRST TIME A RATIONALE FOR GOSL POLICY
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ON VIETNAMESE ISSUES WHICH IS SIGNIFICANTLY DIFFERENT FROM

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EMBASSY'S PREVIOUS UNDERSTANDING WHICH BASED ON FONMIN
LUKE'S SPECIFIC STATEMENTS TO AMBASSADOR IN AUGUST
(FREETOWN 1570) THAT GOSL WILLING ESTABLISH DIPLOMATIC
RELATIONS WITH BOTH GVN AND PRG, WITHIN A WIDER GENERAL
CONTEXT OF BEING WILLING TALK WITH ANYONE ABOUT ANYTHING.
FROM LYNCH-SHYLLON REMARKS IT CLEAR SAME RATIONALE APPLIES
TO GOSL STANCE ON CAMBODIAN ISSUES AS WELL. ACCORDING
LYNCH-SHYLLON, GOSL'S VIETNAM POLICY IS GOVERNED BY FACT
THAT SIERRA LEONE, IN PROCESS PARTICIPATING IN ALGIERS NON-
ALIGNED CONFERENCE, WAS PERFORCE PARTY TO CONFERENCE RESOLU-
TION ADOPTED BY ACCLAMATION WHICH, HE SAID, RECOGNIZED
PRG AS THE LEGITIMATE GOVERNMENT OF SVN. WHILE HE HINTED
HE PERSONALLY SOMEWHAT BOTHERED BY WHAT HE DESCRIBED AS
LAST-MINUTE, NO-VOTING RAILROAD PROCEDURE USED ON MANY CON-
FERENCE RESOLUTIONS, HE STATED CLEARLY THAT GOSL CONSIDERS
ITSELF COMMITTED TO SUPPORT OF POSITION ADOPTED IN ALGIERS.
FACT THAT PRESIDENT STEVENS HAD PERSONALLY PARTICIPATED IN
CONFERENCE, HE SAID, SETTLED MATTER EVEN THOUGH EXTERNAL
AFFAIRS HAS BEEN TARDY IN DOMESTIC FOLLOW-UP AND STILL
HAS NOT SUBMITTED FORMAL POLICY PAPER FOR CABINET CONFIRMATION.
REVERSAL OF COMMITMENT, HE IMPLIED, WOULD CONSTITUTE AN
EMBARRASSMENT WHICH GOSL WOULD FIND IT IMPOSSIBLE
TO UNDERGO.

3. RE CAMBODIA, LYNCH-SHYLLON INDICATED THAT ALGIERS
CONFERENCE STAND ON CAMBODIA AND GOSL PARTICIPATION THEREIN
IS CONSIDERED BY GOSL AS A COMMITMENT TO SIHANOUK.
(COMMENT: THIS APPEARS EXPLAIN MORE FULLY GOSL SUPPORT
OF UNFRIENDLY RESES IN PAST TWO UNGA'S.) IN CAMBODIAN
CASE, HOWEVER, LYNCH-SHYLLON SAID, FORMAL CABINET ADOPTION
OF POLICY TOOK PLACE SOME TIME AGO.

4. COMMENT: LUKE'S SPECIFIC STATEMENTS TO AMBASSADOR IN
AUGUST ON GOSL WILLINGNESS RECOGNIZE BOTH GVN AND PRG
AND LYNCH-SHYLLON EXPOSITION DECEMBER 7 ARE CLEARLY CONTRA-
DICTORY, BUT EMBASSY VERY MUCH FEARS THAT LYNCH-SHYLLON
RATIONALE MORE ACCURATELY REFLECTS ACTUAL GOSL POSITION.
ON BASIS FACTS THAT GOSL WAS WILLING RECEIVE RKG FONMIN IN
SEPTEMBER (FREETOWN 1752) WHILE STILL SUPPORTING GRUNK IN
UNGA AND THAT GOSL APPARENTLY PREPARED, ALBEIT WITH SOME
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RELUCTANCE, RECEIVE GVN DELEGATION WHILE STATING IT COMMITTED
TO PRG AS LEGITIMATE GOVERNMENT OF SVN, IT APPEARS THAT IN
PRACTICAL TERMS GOSL POLICY IS TO DRAW DISTINCTION BETWEEN,
ON ONE HAND, WILLINGNESS HOLD "DISCUSSIONS WITH ANY PARTY",
WHICH WAS WIDER CONTEXT OF LUKE REMARKS IN AUGUST AND APPEARS
STILL OPEN, AND, ON THE OTHER HAND, FORMAL DIPLOMATIC RELATIONS
OR WILLINGNESS ACCEPT ACCREDITATION OF DIPLOMATS AND VOTING
SUPPORT IN INTERNATIONAL ORGANIZATIONS WHICH WOULD APPAEAR

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RESERVED NLY FOR THE SIDE WITH WIDEST NON-ALIGNED BACKING IN CASES OF DISPUTED LEGITIMACY. (CASES OF KOREA AND GERMANY, WITH BOTH SIDES OF WHICH GOSL HAS HAD DIPLOMATIC RELATIONS FOR SOME TIME, MAY DIFFER SIMPLY ON BASIS THAT GOSL ESTABLISHED THESE PATTERNS PRIOR TO REACHING PRESENT RATIONALE.)

5. EMBASSY BELIEVES THAT THE KEY TO UNDERSTANDING RATHER PARADOXICAL GOSL RANGE OF POSAIONS IS SIMPLE FACT THAT WHILE VIETNAMESE AND CAMBODIAN ISSUES ARE OF MINOR DIRECT CONCERN TO GOSL, NON-ALIGNED SOLIDARITY IS A CONCEPT OF MAJOR IMPORTANCE. GOSL SIMPLY PLACES FAR MORE IMPORTANCE ON MEMBERSHIP IN A GROUP, WHETHER OAU, NON-ALIGNEDS, OR GROUP OF 77, THAN IT DOES ON RATIONAL EXAMINATION OF FACTS IN DISPUTES IN FAR DISTANT AREAS IN WHICH IT HAS NOT DIRECT INTEREST. THERE APPEARS THEREFORE EXTREMELY LITTLE PROSPECT THAT GVN OR GKR OR ANY WESTERN STATE COULD INDUCE GOSL TO REVERSE ITS POSITIONS STEMMING FROM ALGIERS CONFERENCE PARTICIPATION AND PERCEIVED COMMITMENT TO SUPPORT OF CON-FERENCE RESOLUTIONS. THERE PROBABLY STILL ROOM FOR VISITING MISSIONS FROM GVN AND RKG BUT IT WOULD APPEAR VERY UNLIKELY GOSL STILL PREPARED FOR DIPLOMATIC RELATIONS OR PREPARED CHANGE PRO-GRUNK OR PRO-PGR VOTES IN INTERNATIONAL ORGANIZATIONS.

6. ACTION REQUESTED: FOR EMBASSY'S INFORMATION AND BACKGROUND WOULD APPRECIATE RECEIVING SUBSTANCE OF ALGIERS CONFERENCE ACTIONS ON VIETNAM AND CAMBODIA.
SULLIVAN

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